Upper Little Deschutes Restoration

Draft Transportation Report

Prepared by:
Starr Sullivan
Road Manager/Transportation Planner

For:
Crescent Ranger District
Deschutes National Forest

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INTRODUCTION

This report will focus on analyzing the current state of the National Forest Road System and how we can better achieve our goal to plan, design, operate and maintain a safe and economical transportation system providing efficient access for the movement of people and materials involved in the use and protection of National Forest lands (Land and Resource Management Plan, Deschutes National Forest 1990).

The purpose and need for action analyzed in this report is to create a sustainable transportation system to accommodate public access throughout the project area while increasing wildlife habitat effectiveness and reducing resource damage. This resource damage includes disturbance to native vegetation, reduced soil productivity, and sedimentation dispersal into the Little Deschutes River. The Interdisciplinary Team (IDT) looked at all the roads within the northern and southern sections of the project boundary to see what is being utilized, what is unauthorized, the need to change road maintenance levels (as defined on pages 9-10), access to private land, fire and emergency ingress and egress, and verify that the overall road densities meet the standards and guidelines from the Land and Resource Management Plan, Deschutes National Forest 1990.

One of the goals of the project is to reduce the amount of roads but still provide access to the frequently used recreational areas. National Forest System roads could be opened or closed to provide a more sustainable transportation system. This includes creating a maintenance level II (ML 2) road for high clearance and off-highway vehicles (OHV) to access the 6125 (Gulick) Road from the 6100100 Road through National Forest land. This would be accomplished utilizing existing roads.

Resource Indicators and Measures (Road Density)

Open road density must be managed to achieve the Forest's wildlife objectives. Density guidelines are not intended to be objectives in themselves, but means to accomplish wildlife resource objectives. Therefore, open road densities will be evaluated in relation to the needs and sensitivity of site specific wildlife habitats and populations. Due to the project not being part of a management area that includes specific road density guidelines, the deer summer range guideline of 2.5 miles per square mile, as an average over the entire implementation unit, is assumed (Land and Resource Management Plan, Deschutes National Forest 1990). There is not a specific guideline for Riparian Habitat Conservation Areas (RHCA) but it was included in the evaluation of road density within the project area.

Table 1. Existing Road Density - (Mile/Square Mile)

ULDR Project Boundary	Area (Sq. Mi.)	Total Closed Road Density (NFS ML 1)	Total Open Road Density (includes open unauthorized roads)
Entire Project Area	9.82	1.72	5.25
RHCA within ULDR Boundary	1.68	0.99	4.11

Methodology

The method of analysis used in this report was a combination of data gathered from the field and existing data on the current transportation system. The compiled data combined with specialist input from the IDT as well as public input was used to formulate the Upper Little Deschutes Travel Analysis Report (February 2018) which provides recommendations for travel management decisions that are included in this report.

- **Information Sources included:** Infrastructure Database (Natural Resources Management database of transportation system information), GIS (Global Information System) spatial

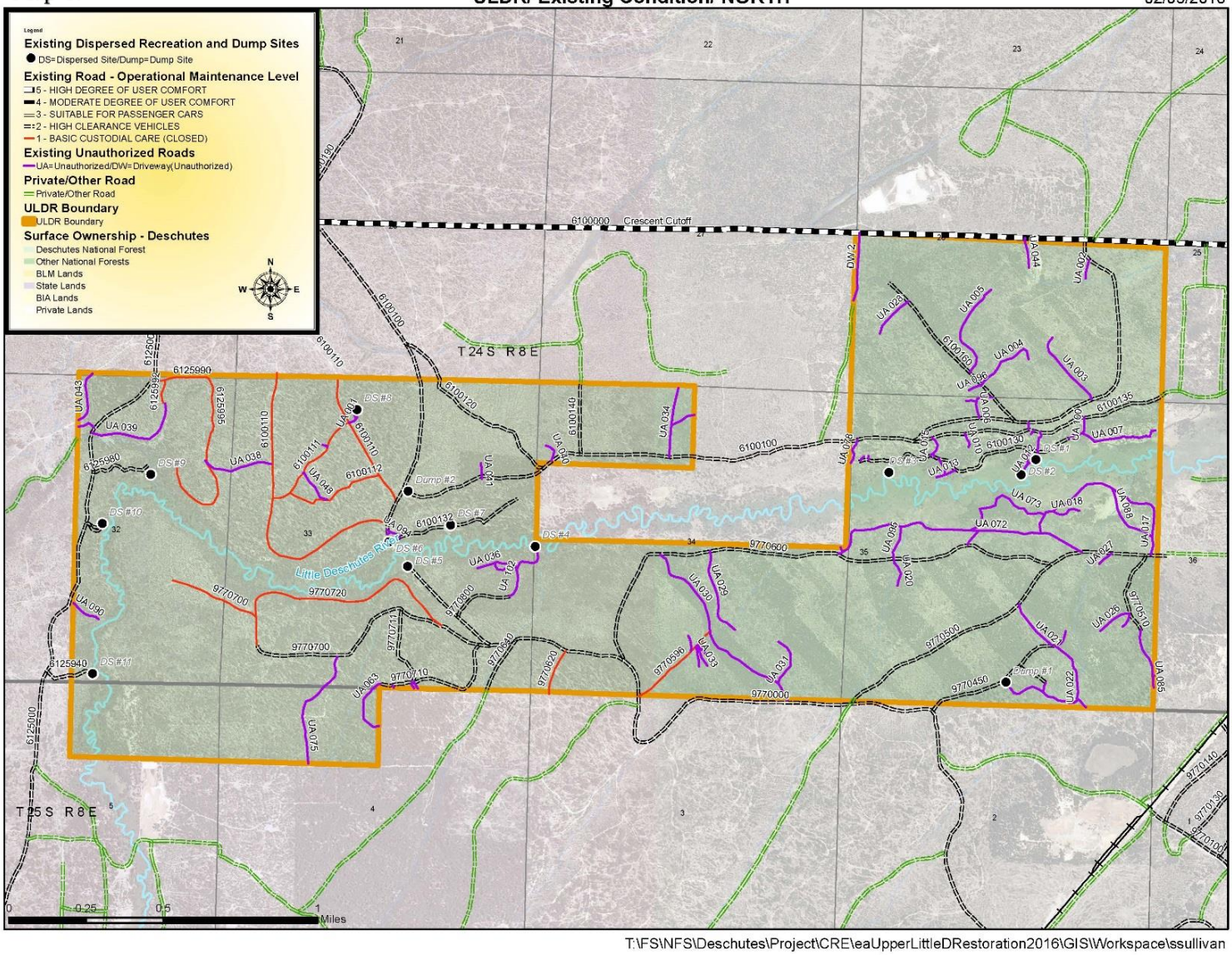
information, field data collected such as GPS (Global Positioning System) tracks of existing locations of most of the roads included in the project area, numerous documents to assist with standards/guidelines/policies, IDT input about resource concerns/benefits, Walker Range Forest Protective Association's recommended access needs, and public input. There was a pre-NEPA (National Environmental Policy Act) meeting, an open house post 30-day scoping period, a field trip to discuss any specific locations of interest, and numerous individual meetings with members of the public to incorporate any concerns/recommendations for road treatments within the project area. This included meeting with numerous residents who use unauthorized roads across National Forest System lands to access their residence within the project area (see Project Design Features and Mitigation Measures for specific treatment options regarding these roads).

- **Incomplete and Unavailable Information:** Not all of the data for the road system is 100% accurate, therefore approximate miles were used. There was data collected as a result of this analysis that will be used to update our Infrastructure Database and update some of the spatial data to match what actually exists on the ground. Through the implementation process even more refinement will occur and be used to update the data.

AFFECTED ENVIRONMENT
Existing Condition

***The maps below display the existing National Forest Road System. It does display private/other roads but this data may not be fully accurate as a result of not being part of the National Forest Road System.**

Map 1.


ULDR/ Existing Condition/ NORTH
02/05/2018
Existing Dispersed Recreation and Dump Sites
DS=Dispersed Site/Dump=Dump Site
Existing Road - Operational Maintenance Level
5 - HIGH DEGREE OF USER COMFORT
4 - MODERATE DEGREE OF USER COMFORT
3 - SUITABLE FOR PASSENGER CARS
2 - HIGH CLEARANCE VEHICLES
1 - BASIC CUSTODIAL CARE (CLOSED)
Existing Unauthorized Roads
UA=Unauthorized/DW=Driveway(Unauthorized)
Private/Other Road
Private/Other Road
ULDR Boundary
ULDR Boundary
Surface Ownership - Deschutes
Deschutes National Forest
Other National Forests
BLM Lands
State Lands
BIA Lands
Private Lands
6100000 Crescent Cutoff
T24S R8E
T25S R8E
Little Deschutes River
DS #1
DS #2
DS #3
DS #4
DS #5
DS #6
DS #7
DS #9
DS #10
DS #11
Dump #1
Dump #2
0 0.25 0.5 1 Miles
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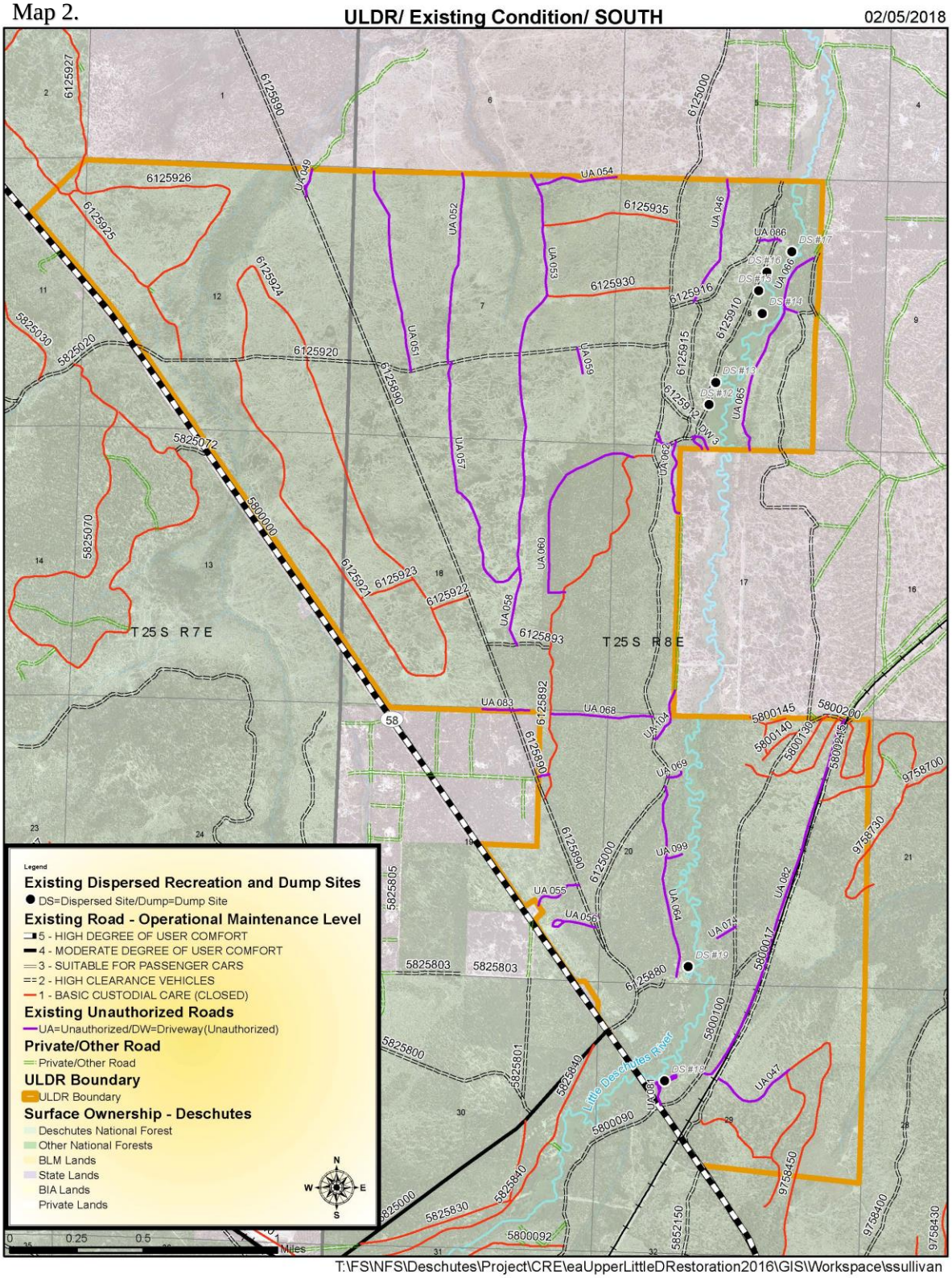
Map 2.


ULDR/ Existing Condition/ SOUTH
02/05/2018
T 25 S R 7 E
T 25 S R 8 E
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Other National Forests
BLM Lands
State Lands
BIA Lands
Private Lands
Little Deschutes River
0 0.25 0.5 1 Miles
T:\FS\NFS\Deschutes\Project\CRE\eaUpperLittleDRestoration2016\GIS\Workspace\ssullivan

Location and Distribution
The Upper Little Deschutes Restoration (ULDR) project area contains approximately 69 miles of roads under Forest Service jurisdictions (this includes unauthorized roads on National Forest lands that are currently open and being utilized to some degree). The road system, in general, is evenly distributed throughout the project area, with a slightly greater abundance in the northern portion of the project area due to a larger degree of access to the Little Deschutes River. Table 2 displays the summary of the current road system, including unauthorized roads.

Table 2. Summary of Existing NFS (National Forest System) and Unauthorized Roads

Existing Roads	Approximate Miles
Unauthorized Road Miles:	22.11
NFS Road Miles:	46.32
Total Road Miles (NFS and Unauthorized):	**68.43**
*There are no private and/or other jurisdiction roads within the project boundary.	

Age and Development History of the Transportation System
Portions of 6125 (Gulick) Road appear on a historical map from 1915 showing timber holdings in Cook, Klamath, and Lake Counties. It is unknown when the road was originally constructed. Some additional roads within the project area appear on a 1935 Chemult, Oregon topographic map. Most of the roads appear to be in different locations than they currently exist due to land exchanges and river crossings that no longer exist. The bulk of the primary road system within the project area has been in existence for more than 50 years. With few exceptions, the roads were constructed for access to timber harvest areas.

Road Use Patterns; Over Time, Now, And in the Future
The roads within the project area generally have a pattern of use common to low-standard National Forest System roads in the absence of developed recreation, with the exceptions of the 5800100, 6125, 9770, 9770640, 9770710, and 9770711 Roads, which provide residential access. Most of the other roads see little use other than administrative traffic through the course of the spring and summer. Timber sale activity can contribute substantially to daily traffic values, but the pattern of activity is usually isolated to one particular area at any given time. In decades past when active grazing allotments were located within the project area, there was a small usage component provided by permittee traffic, but that has ended with the abandonment of the grazing allotment. The bulk of use within the project area comes in the late summer and fall with the commencement of deer and elk hunting season and the Matsutake mushroom picking season. Winter recreation use, primarily snowmobiling, occurs throughout the project area but is not officially designated.

Portions of the existing road system in the southern portion of the project area are employed by two specific users in support of their commercial/utility endeavors. Klamath Northern Railway Company holds special use permits to maintain access to their main rail line running through the southern portion of the project area; Mid-State Electric Cooperative uses parts of the existing system to service their electrical lines that pass through the project area. These uses, although not a significant component of the total usage, have occurred for many years and will continue into the foreseeable future.

The anticipated future use patterns would most likely reflect current trends, with the majority of summer usage being comprised of administrative traffic with occasional isolated increases resulting from timber sale activity, followed by increased late summer/fall traffic due to hunting and mushroom picking activity.

Primary Destinations of Road System Users
The bulk of the roads within the project area do not generally serve any specifically defined destinations. Rather, they provide access to areas of interest for various users. For land managers, these roads serve as access to areas where reforestation or vegetative management activities are ongoing or planned. For hunters, they provide access to popular hunting areas. For matsutake mushroom pickers, these roads provide entry into a number of picking areas in the southern portion of Crescent Ranger District. Other recreational enthusiasts enjoy these roads for summer access and winter sports.

Road Surface Types and Existing Maintenance Levels
Maintenance Levels define the degree of maintenance required for a specific road and the level of service which that road provides, consistent with road management objectives and maintenance criteria (FSH 7709.59 – Transportation System Maintenance Handbook Chapter 60 – Road Maintenance). The five maintenance levels are defined as:

> **Maintenance Level 1 (ML 1)**: These are roads that have been placed in storage between intermittent uses. The period of storage must exceed 1 year. Basic custodial maintenance is performed to prevent damage to adjacent resource and to perpetuate the road for future resource management needs. Emphasis is normally given to maintaining drainage facilities and runoff patterns. Planned road deterioration may occur at this level. Appropriate traffic management strategies are "prohibit" and "eliminate" all traffic. These roads are not shown on motor vehicle use maps.
>
> Roads receiving level 1 maintenance may be of any type, class, or construction standard, and may be managed at any other maintenance level during the time they are open for traffic. However, while being maintained at level 1, they are closed to vehicular traffic but may be available and suitable for non-motorized uses.
>
> **Maintenance Level 2 (ML 2)**: Assigned to roads open for use by high clearance vehicles. Passenger car traffic, user comfort, and user convenience are not a consideration. Warning signs and traffic control devices are not provided with the exception that some signing, such as W-18-1 "No Traffic Signs," may be posted at intersections. Motorists should have no expectations of being alerted to potential hazards while driving these roads. Traffic is normally minor, usually consisting of one or a combination of administrative, permitted, dispersed recreation, or other specialized uses. Log haul may occur at this level. Appropriate traffic management strategies are either to: (a). Discourage or prohibit passenger cars, or (b). Accept or discourage high clearance vehicles.
>
> **Maintenance Level 3 (ML 3)**: Assigned to roads open and maintained for travel by a prudent driver in a standard passenger car. User comfort and convenience are not considered priorities. The Manual on Uniform Traffic Control Devices (MUTCD) is applicable. Warning signs and traffic control devices are provided to alert motorists of situations that may violate expectations.
>
> Roads in this maintenance level are typically low speed with single lanes and turnouts. Appropriate traffic management strategies are either "encourage" or "accept". "Discourage" or "prohibit" strategies may be employed for certain classes of vehicles or users.
>
> **Maintenance Level 4 (ML 4)**: Assigned to roads that provide a moderate degree of user comfort and convenience at moderate travel speeds. Most roads are double lane and aggregate surfaced. However, some roads may be single lane. Some roads may be paved and/or dust abated. Manual on Uniform Traffic Control Devices is applicable. The most appropriate traffic management

strategy is "encourage". However, the "prohibit" strategy may apply to specific classes of vehicles or users at certain times.

Maintenance Level 5 (ML 5): Assigned to roads that provide a high degree of user comfort and convenience. These roads are normally double lane, paved facilities. Some may be aggregate surfaced and dust abated. Manual on Uniform Traffic Control Devices is applicable. The appropriate traffic management strategy is "encourage."

Administrative Use Only (ML 2 through ML 5): Road is open to limited motorized use by permit/authorization only and is not open to the general public and will therefore not be identified on the MVUM (Motor Vehicle Use Map). It may be maintained at any maintenance level that is determined necessary.

Unauthorized Road or Trail: A road or trail that is not a Forest road or trail or a temporary road or trail and that is not included in a Forest transportation atlas (36 CFR 212.1.) Any unauthorized roads listed in this table will have the identifier UA - *** that is associated with the labeling used on the maps.

The distribution of existing roads by maintenance level within the project area is displayed in Table 3. This mileage includes the unauthorized roads that were identified within the project boundary during analysis but may not include all unauthorized road miles that currently exist.

Table 3. Miles of Existing NFS Roads by Maintenance Level (ML)

Maintenance Level	Approximate Miles
ML 1 - BASIC CUSTODIAL CARE (CLOSED):	16.85
ML 2 - HIGH CLEARANCE VEHICLES (OPEN):	29.47
Total	**46.32**
*There are no maintenance levels 3-5 within the project boundary.	
*All roads are native surfaced within the project boundary.	

All of the roads within the project area are native surfaced under Forest Service jurisdiction. All of the roads are managed as either being open for high clearance vehicle traffic (Maintenance Level 2) or as being closed so that traffic is eliminated by prohibition or physical barrier and the roads are in a stored status (Maintenance Level 1). The native surface roads in Maintenance Level 2 status are not maintained on a recurring basis but are instead periodically reviewed to determine whether maintenance is needed to protect adjacent resource values.

Existing Road Management Objectives

Road management objectives document the intended purpose of an individual road in providing access to implement a land and resource management plan as well as decisions about applicable standards for the road (FSH 7709.59 – Road System Operations and Maintenance Handbook, Chapter 10 – Road Management).

The management objectives for the majority of roads within the project area generally call for roads to be open for use by high clearance vehicles. Passenger car traffic is not a consideration. Traffic is normally minor, usually consisting of one or more of a combination of administrative, permitted, dispersed recreation, or other specialized uses. Log haul may occur at this level. Public usage is highest during hunting season and the picking season for matsutake mushrooms. Generally speaking, the roads

immediately accessing private property have recreational or residential access as their primary focus. Beyond that, the collector routes (four digit roads/***defined below**) are generally managed to allow for a mix of commercial and private traffic (this includes the 6125 and 9770 Roads).

The seven-digit local roads (***defined below**), when open to motorized vehicle use, are managed to be primarily used by high clearance vehicles. While passenger car operation is possible on many of these routes, no special consideration or effort is devoted to allowing such use. During periods of log haul, these seven-digit roads are intended to be single-user facilities, given that their narrow travel ways and lack of frequent, intervisible turnouts preclude opportunities to safely provide for mixed commercial/private traffic.

- **Collector roads –** A National Forest System road that provides service to large land areas and usually connects with other arterial roads or public highways.
- **Local roads –** A National Forest System road that connects a terminal facility with collector roads, arterial roads, or public highways and that usually serves a single purpose involving intermittent use.

MANAGEMENT DIRECTION

Desired Condition

Travel management decisions are made at the project level. They must be consistent with the applicable land management plan. (FSM 7700 – Travel Management, 7712.2)

The desired condition is to provide the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of National Forest System lands per 36 CFR 212.5(b)(1). This includes identifying roads on National Forest System lands that are no longer needed to meet Forest resource management objectives per 36 CFR 212.5(b)(2).

The current direction for management of the road system is found in the 1990 Deschutes National Forest Land and Resource Management Plan (LRMP). According to the LRMP, the goal of the Forest's transportation system is "to plan, design, operate, and maintain a safe and economical transportation system providing efficient access for the movement of people and materials involved in the use and protection of National Forest Lands." (LRMP pg. 4-71)

ENVIRONMENTAL CONSEQUENCES

Alternative A - No Action

Under Alternative A, the existing road system would experience no changes to the current status and condition. Roads that are currently in a stored status (maintenance level 1) would remain closed and open roads (only maintenance level 2 in this project area) would continue to provide access for recreational, commercial, and administrative functions in the same manner that they currently do. Open roads would receive no maintenance beyond that which is normally scheduled, which is generally devoted to higher standard roads.

Alternative B – Proposed Action

Table 4. Summary of Proposed Final National Forest Road System

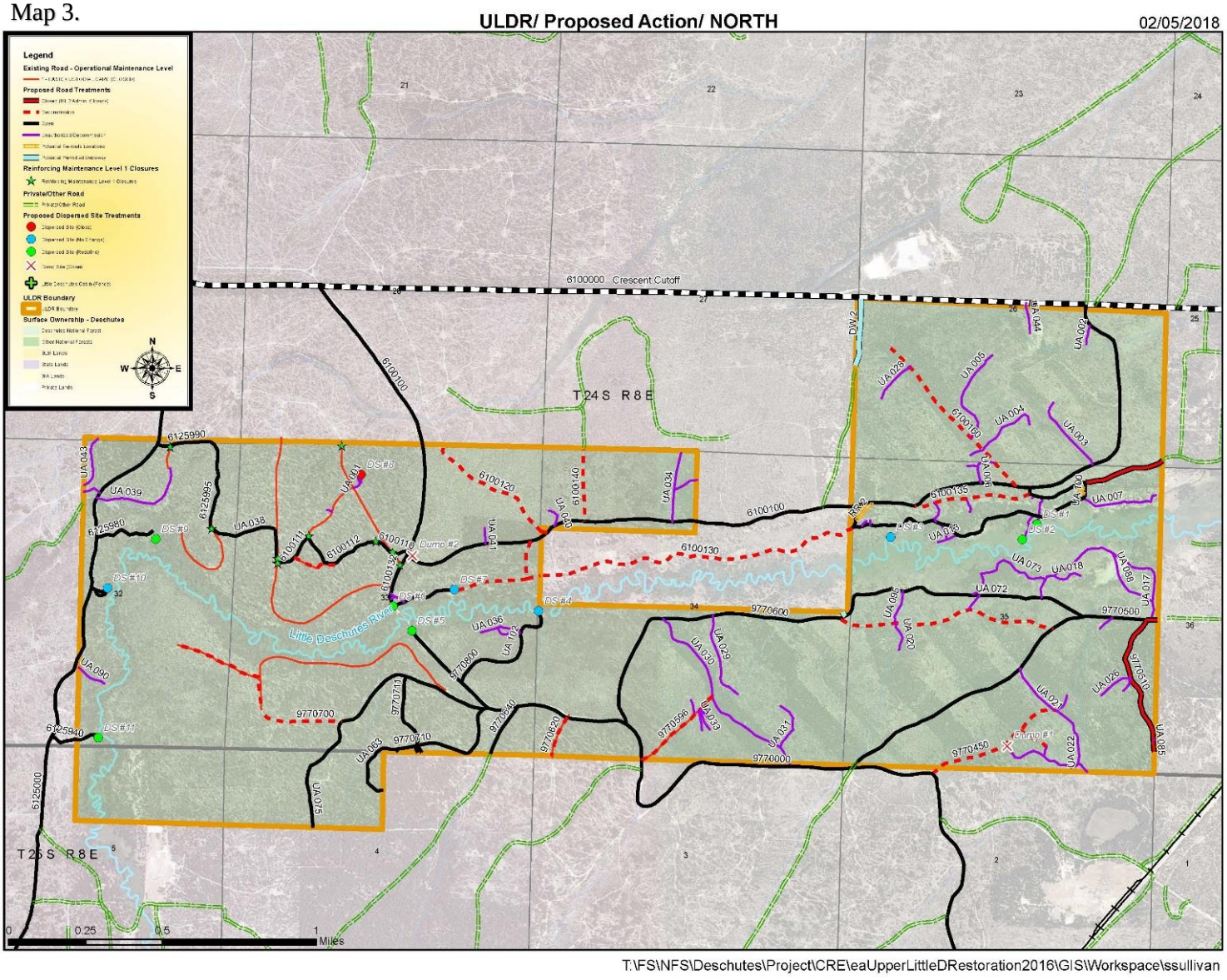
Maintenance Level	Approximate Miles
ML 1 – BASIC CUSTODIAL CARE (CLOSED):	13.60
ML 2 – HIGH CLEARANCE VEHICLES (OPEN):	30.24
ADMINISTRATIVE USE ONLY (ML 2 through 5):	2.96
PERMITTED DRIVEWAY ACCESS (OPEN BUT NOT NFS ROADS):	0.31

Table 5. Proposed Final Road Density - (Mile/Square Mile)

ULDR Project Boundary	Area (Sq. Mi.)	Total Closed Road Density (NFS ML 1)	Total Open Road Density (NFS ML 2)
Entire Project Area	9.82	1.69	3.11
RHCA within ULDR Boundary	1.68	0.99	2.13

***The maps below display the proposed National Forest Road System after implementation of Alternative B, the proposed action. The legend explains the treatments but the most note-worthy is the black lines that represent the open road system (ML 2).**

Map 3.


ULDR/ Proposed Action/ NORTH
02/05/2018
Legend
Existing Road - Operational Maintenance Level
Proposed Road Treatments
Reinforcing Maintenance Level 1 Closures
Private/Other Road
Proposed Dispersed Site Treatments
ULDR Boundary
Surface Ownership - Deschutes
6100000 Crescent Cutoff
T 24 S R 8 E
T 25 S R 8 E
Little Deschutes River
Dump #1
Dump #2
0 0.25 0.5 1 Miles
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Map 4.

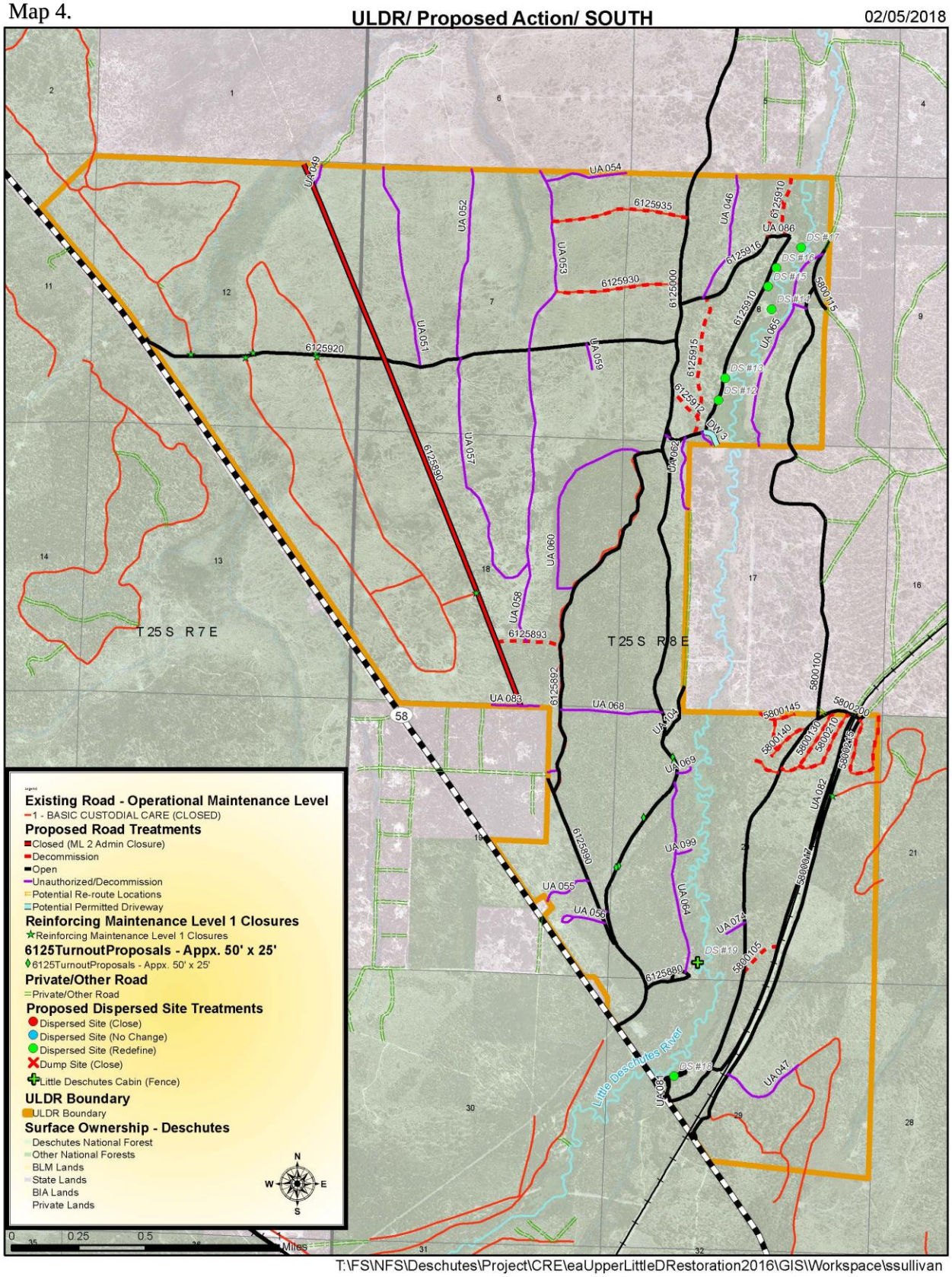
ULDR/ Proposed Action/ SOUTH
02/05/2018
T 25 S R 7 E
T 25 S R 8 E
Existing Road - Operational Maintenance Level
1 - BASIC CUSTODIAL CARE (CLOSED)
Proposed Road Treatments
Closed (ML 2 Admin Closure)
Decommission
Open
Unauthorized/Decommission
Potential Re-route Locations
Potential Permitted Driveway
Reinforcing Maintenance Level 1 Closures
Reinforcing Maintenance Level 1 Closures
6125TurnoutProposals - Appx. 50' x 25'
6125TurnoutProposals - Appx. 50' x 25'
Private/Other Road
Private/Other Road
Proposed Dispersed Site Treatments
Dispersed Site (Close)
Dispersed Site (No Change)
Dispersed Site (Redefine)
Dump Site (Close)
Little Deschutes Cabin (Fence)
ULDR Boundary
ULDR Boundary
Surface Ownership - Deschutes
Deschutes National Forest
Other National Forests
BLM Lands
State Lands
BIA Lands
Private Lands
N
W
E
S
0
0.25
0.5
Miles
Little Deschutes River
58
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*Table 6 below describes the proposed road changes to the National Forest Road System in the proposed action. Proposed miles treated shows the road segment length that the proposed treatment would effect. If the current mileage shows 1.00 and the proposed treatment miles are 0.50 then only half of the road will be receiving a proposed change in status and the other half is to remain as it exists currently. If the status change is decommission or administrative use only then the road would receive a physical treatment. If it is a change to a ML 2 then this change would be reflected on maps and in Forest Service databases.

Table 6. Upper Little Deschutes Restoration Proposed Road Changes

Road Number	Current Road Status	Current Miles	Proposed Change In Road Status	Proposed Miles Treated	Reason For Proposed Change
Northern Section					
6100100	ML 2	4.00	No change	0.00	This is a 4.00 mile loop off of the Crescent Cutoff Road (County Road 61). This road is partially under an easement (approx. 0.54 miles through private land) and has a request in place by the private land owner to re-route the portion through his parcel. This would all be located on private land and an easement would be retained on the re-routed portion of the 6100100 Road.
6100120	ML 2	0.50	Decommission	0.50	It is a short cut connecting the SW portion to the NW portion of the 6100100 Road.
6100130					**(Create a loop through Forest Service land and eliminate through access on private land on the 6100130 Road)**
(Proposed Road # 6100130)	Unauthorized – UA 078	0.08	ML 2	0.08	a. Open the western loop to the east of the private boundary (Road is proposed to be 6100130). Potential re-route locations, RR 2 and 3 as labeled on map, exist due to steep grade of existing road location.
6100130	ML 2	0.70	ML 2 No change	0.70	b. Utilize the (0.70 miles) of existing 6100130 Road along the Little Deschutes River.
(Proposed Road # 6100130)	Unauthorized – UA 101 Unauthorized – UA 100	0.05 0.05	ML 2 ML 2	0.05 0.05	c. This will provide the eastern loop up to the 6100135 Road. Potential re-route location, RR 1 as labeled on map, exist due to steep grade of existing location.
6100135 (Proposed Road # 6100130)	ML 2	0.80	ML 2 No change – only number change	0.20	d. Utilize (0.20 miles) of the existing 6100135 Road to connect it to the unauthorized – UA 077 road that will connect the loop back to the 6100100 Road.
(Proposed Road # 6100130)	Unauthorized – UA 077	0.02	ML 2	0.02	e. This is the unauthorized road that would connect the eastern loop back to the 6100100 Road.
6100135	ML 2	0.80	Decommission	0.34	f. Decommission a portion (0.34 miles) of the 6100135 Road where it parallels the 6100100 Road.
6100135	ML 2	0.80	ML 2 - Administrative use only	0.26	g. Close (Maintenance Level 2 administrative use only) the portion of the existing 6100135 (0.26 miles) where it goes east to the private boundary as secondary residential fire egress.

Road Number	Current Road Status	Current Miles	Proposed Change In Road Status	Proposed Miles Treated	Reason For Proposed Change
6100130	Currently not part of the system – possibly an unauthorized road or part of the 6100130 that went through private.	0.23	Decommission	0.23	This was a segment of road just west of the private boundary where the 6100130 Road used to go through the private and tie in with the 6100132 Road.
6100132 Near bridge-out (north)	ML 2	0.63	Decommission	0.37	Decommission the last 0.37 miles from DS #7 to the 6100100.
6100140	ML 2	0.23	Decommission	0.23	Accesses private land. Forest Service has no known easements.
6100160	ML 2	0.61	Decommission	0.61	Dead end – No through access.
(Proposed Road # 6125990)					**The proposed 1.52 miles would connect the 6100100 Road to the 6125 (Gulick Road) through National Forest Service land using existing roads (some are part of the National Forest Road System and others are Unauthorized). * Roads are listed moving from east (6100100 Road) to west (6125 Road) along proposed route and not in numerical order.**
6100110	ML 1	0.45	ML 2	0.10	*Eastern portion – road loops through private but is two segments in Forest Service data.
6100112	ML 1	0.38	ML 2	0.19	
6100112	ML 1	0.38	Decommission	0.19	
UA 048	Unauthorized	0.12	ML 2	0.12	
6100111	ML 1	0.34	ML 2	0.14	
6100110	ML 1	1.01	ML 2	0.11	*Western portion – road loops through private but is two segments in Forest Service data.
UA 038	Unauthorized	0.23	ML 2	0.23	
6125995	ML 1	0.62	ML 2	0.29	
6125990	ML 1	0.15	ML 2	0.15	
9770450	ML 2	0.53	Decommission	0.53	Area may be accessed by surrounding roads. Eliminate access to unauthorized dumping location.
9770451	ML 2	0.04	Decommission	0.04	Area may be accessed by surrounding roads.
9770500	ML 2	1.00	ML 2 - Administrative use only	0.04	0.04 miles would change to a ML 2 administrative use only (access to private) as secondary residential fire egress.
9770510	ML 2	0.29	ML 2 - Administrative use only	0.29	9770510 would change to a ML 2 administrative use only (access to private) as secondary residential fire egress.
UA 085	Unauthorized	0.20	ML 2 - Administrative use only	0.20	Unauthorized – UA 085 would change to a ML 2 administrative use only (access to private) as secondary residential fire egress.
9770596	ML 1	0.20	Decommission	0.20	Area may be accessed by surrounding roads.

Road Number	Current Road Status	Current Miles	Proposed Change In Road Status	Proposed Miles Treated	Reason For Proposed Change
(Proposed Road # 9770600) 9770600	Unauthorized – UA 072 ML 2	0.87 2.00	ML 2 Decommission	0.87 0.72	a. This road just south of the Little Deschutes River is in a Special Management Area and would become the 9770600 Road, while the portion of the original 9770600 Road to the south would be decommissioned. b. Southern portion of the original 9770600 Road.
9770620	ML 1	0.15	Decommission	0.15	Decommission due to main use being for access to private and is overgrown.
9770700	ML 2	0.62	Decommission	0.15	Decommission 0.15 miles of the ML 2 portion of the 9770700 Road; This section of road has already been physically closed/decommissioned but there may be additional treatment required.
9770700	ML 1	0.28	Decommission	0.28	This is the ML 1 portion that dead ends and doesn't provide necessary access.
(Proposed Road # 9770701)	Unauthorized – UA 075	0.40	ML 2	0.40	Add unauthorized road to National Forest Road System due to primary access for private land owners.
(Proposed Road # 9770706)	Unauthorized – DW 6	0.03	ML 2	0.03	Add unauthorized road to National Forest Road System due to primary access for private land owners.
(Proposed Road # 9770707)	Unauthorized – DW 5	0.02	ML 2	0.02	Add unauthorized road to National Forest Road System due to primary access for private land owners.
(Proposed Road # 9770708)	Unauthorized – DW 4	0.01	ML 2	0.01	Add unauthorized road to National Forest Road System due to primary access for private land owners.
(Proposed Road # 9770709)	Unauthorized – UA 063	0.20	ML 2	0.20	Add unauthorized road to National Forest Road System due to primary access for private land owners. (This is the segment of road to the west of the 9770710 Road that hooks around to the south).
UA 102	Unauthorized	0.22	ML 2	0.22	This is off the end of the 9770800 Road and is the access to DS #4 therefore will be added to the National Forest Road System.
DW 1	Unauthorized	0.02	Under Permit	0.02	This will potentially be a road under Special Use Permit for access to private land. This will not be part of the National Forest Road System.
DW 2	Unauthorized	0.22	Under Permit	0.22	This will potentially be a road under Special Use Permit for access to private land. This will not be part of the National Forest Road System.

Road Number	Current Road Status	Current Miles	Proposed Change In Road Status	Proposed Miles Treated	Reason For Proposed Change
Southern Section					
(Proposed Road # 5800101)	Unauthorized – UA 081	0.28	ML 2	0.28	This accesses DS #18 (formerly the Little Deschutes Campground) and should be added to the National Forest Road System.
5800105	ML 2	0.10	Decommission	0.10	This is another connector road from the 5800100 Road to the unauthorized road UA 082 that already exists to the north.
5800120	ML 1	0.13	Decommission	0.13	This road is already revegetated.
5800130	ML 1	0.31	Decommission	0.31	This road doesn't provide necessary access due to proximity to the 5800100 Road.
5800140	ML 1	0.17	Decommission	0.17	This road is already revegetated.
5800145	ML 1	0.17	Decommission	0.17	This road is only accessible through private land.
5800146	ML 1	0.07	Decommission	0.07	This road is only accessible through private land.
5800200	ML 1	0.01	Decommission	0.01	This is the beginning of the 5800215 that is proposed to be decommissioned.
5800210	ML 1	0.28	Decommission	0.28	This road is already revegetated.
5800215	ML 1	0.49	Decommission	0.49	This road has begun to revegetate and would require minimal treatment. It accesses private land.
6125 – southern portion	ML 2	3.45	No Change	3.45	Add 5 turnout locations (T1-5 as labeled on maps) between Milepost 4.79 and 6.09 to allow for increased safety for passing vehicles, especially in the winter when this portion of the road narrows due to plowing. The southern portion of the 6125 Road that is under Forest Service jurisdiction is from Milepost 2.64 (private boundary) to Milepost 6.09 (junction with Hwy. 58).
6125890	ML 2	2.85	ML 2 - Administrative use only	2.21	The proposed change would be on the northern portion of the 6125890 Road from private boundary to private boundary. It would change from a ML 2 to a ML 2 - administrative use only. This will allow for intermittent administrative use while decreasing the current use and increasing wildlife habitat effectiveness. The first 0.64 miles off the 6125 Road will remain open as ML 2 (no change from current).
6125892	ML 1	1.20	ML 2	1.20	Provides an open loop from the 6125890 Road to the 6125 Road.
6125893	ML 2	0.20	Decommission	0.20	Crosses riparian and accesses a road that is proposed to be a (closed) ML 2 – administrative use only.
(Proposed Road # 6125900)	Unauthorized – UA 104	0.21	ML 2	0.21	Main access for residents on private land. Labeled on map as UA 104 but is marked on the ground as the 6125900 Road.
6125910	ML 2	1.20	Decommission	0.22	Decommission 0.22 miles at the end of the road from the junction with UA 086 Road to the private boundary. Rehabilitate unauthorized pull-outs and parking areas for dispersed sites along the road that are causing resource concerns.
(Proposed Road # 6125910)	Unauthorized – UA 103	0.08	ML 2	0.08	This is the northern y-intersection for the 6125910 Road to connect to the 6125 Road.
6125912	ML 2	0.20	Decommission	0.20	Area may be accessed by surrounding roads.
6125915	ML 2	0.40	Decommission	0.40	Area may be accessed by surrounding roads.

Road Number	Current Road Status	Current Miles	Proposed Change In Road Status	Proposed Miles Treated	Reason For Proposed Change
6125916	ML 2	0.58	Decommission	0.15	Decommission 0.15 miles from the junction with the UA 086 Road to the junction with the 6125910 Road.
(Proposed Road # 6125916)	Unauthorized – UA 086	0.08	ML 2	0.08	This would create the open loop connecting the 6125910 Road to the 6125916 Road.
6125930	ML 1	0.48	Decommission	0.48	Accesses unauthorized road that will be decommissioned.
6125935	ML 1	0.32	Decommission	0.32	Accesses unauthorized road that will be decommissioned.
DW 3	Unauthorized	0.08	Under Permit	0.08	This will potentially be a road under Special Use Permit for access to private land. This will not be part of the National Forest Road System.

Total Mileages for Proposed Road Treatments Within the Upper Little Deschutes Restoration Project Area		
	Total Miles	Notes
Total National Forest System Road Miles Opened (ML 2):	2.48	
Total Unauthorized Roads Opened (ML 2):	4.42	UA 082 (1.46 miles long) is included in this mileage for calculating road densities (open road mileage within the ULDR boundary) but will not become a National Forest System Road. It is a railroad access road so it will remain as it currently exists on the ground. (**2.96 miles**) of unauthorized roads are proposed to become part of the National Forest Road System.
Total National Forest System Road Miles Closed (ML 2 – Administrative Use Only):	2.76	
Total Unauthorized Road Miles Closed (ML 2 – Administrative Use Only):	0.20	This is identified on road maps as UA 085 and is to provide secondary residential fire egress.
Total National Forest Road Miles Decommissioned:	9.37	
Total Unauthorized Road Miles Decommissioned:	17.18	Decommission all unauthorized roads (unless specifically listed with a proposed change in the table above) due to resource damage and/or concerns.

Project Design Features and Mitigation Measures

Within the Management Area 9 Scenic Views identified in the Land and Resource Management Plan, Deschutes National Forest, 1990 (Forest Plan 4-121), there are two unauthorized roads that are proposed to be decommissioned as well as any additional unauthorized roads discovered in the future. The proposed decommissioning activities will accomplish the goal of this management area by providing visitors with high quality scenery that represents the natural character of Central Oregon.

Due to the project not being part of a key management area for wildlife that includes specific road density guidelines, the deer summer range guideline of 2.5 miles per square mile, as an average over the entire implementation unit, is assumed (Land and Resource Management Plan, Deschutes National Forest 1990 TS-12 Forest Plan 4-73). Since, as the Land and Resource Management Plan states, guideline densities will be used as thresholds for a further evaluation and will not serve as the basis for assessing conformance with the Forest Plan a Travel Analysis Report (Travel Analysis Report Upper Little Deschutes Restoration, February 2018) was completed to recommend the road treatments put forth in the proposed action.

National Best Management Practices for Water Quality Management on National Forest System Lands, Forest Service FFS-990a, April 2012 that apply to the activities proposed within the Upper Little Deschutes Restoration project are the following;

- Road-1. Travel Management Planning and Analysis
- Road-2. Road Location and Design
- Road-3. Road Construction and Reconstruction
- Road-4. Road Operations and Maintenance
- Road-6. Road Storage and Decommissioning
- Road-9. Parking and Staging Areas
- Road-10. Equipment Refueling and Servicing

To see all of the BMP's that apply to road related activities please refer to the above-mentioned document.

Through this process it was determined that private residents who are adjacent to National Forest System lands with existing roads (driveways that at this time are considered unauthorized roads) accessing their private parcels (the sole purpose is providing ingress and egress for that private parcel) across National Forest System lands have three options for moving forward. Crescent Ranger District sent out two letters (4/07/17 and 8/29/17) requesting information from private landowners regarding access routes. The Crescent Ranger District Road Manager/Transportation Planner and Recreation and Lands Special Uses Permit Administrator met with numerous private landowners within the ULDR project area to discuss in detail the following options.

Options to assure that 36 Code of Federal Regulations (CFR) 251.50, Subpart B – Special Uses is being adhered to. This regulations states that all uses of National Forest lands, except specifically identified, are considered to be special uses and must be authorized:

- **Option 1:** A single road (driveway) is identified and the existing National Forest System road that it connects to. This road would be added as a National Forest System road and be open to the public as a ML 2 road. It would appear on future Forest Service maps. This road will receive little to no maintenance as it is only maintained as a maintenance level 2. If the private landowner would like authorization to maintain and/or snow plow the road this will be authorized through a road use permit. There is no cost associated with this option.
- **Option 2:** The single road that was identified would be authorized under a Special Use Permit. This road would not be included in the National Forest Road System and not be displayed on any future Forest Service maps. When special use authorization is issued the road is considered a private access road and therefor is the responsibility of the private landowner. This road,

however, is not private and therefore may not be gated (unless done so on private land). The public still has the right to use the road as it is still part of National Forest System lands. There is a cost associated with a special use permit in the form of an annual land use fee.

- **Option 3:** As a private landowner where the parcel of land is not completely surrounded by National Forest System lands (as are all of the private parcels within the ULDR project area) it would be the responsibility of the private landowner to work with adjacent landowners to acquire access not across National Forest System lands.

***Reference Table 6 for specific treatments. Different scenarios may require additional options that will be evaluated on a case by case basis. In all 3 options described above, any additional roads discovered would be considered unauthorized and decommissioned (with appropriate analysis by District specialists).**

The goal of decommissioning unneeded roads within the Upper Little Deschutes Restoration project area is removal from the National Forest Road System through reestablishing vegetation and, if necessary, initiating restoration of ecological processes interrupted or adversely impacted by the unneeded road. Decommissioning includes applying various treatments, including one or more of the following:

- Reestablishing former drainage patterns, stabilizing slopes, and restoring vegetation;
- Blocking the entrance to a road or installing water bars;
- Removing culverts, reestablishing drainages, removing unstable fills, pulling back road shoulders, and scattering slash on the roadbed;
- Completely eliminating the roadbed by restoring natural contours and slopes; and
- Other methods designed to meet the specific conditions associated with the unneeded road.

(Forest Service Manual 7700 – Travel Management, Chapter 7730, 7734.1 – Decommissioning Treatments, 2014)

Maintenance Level 1 (closed) roads are roads that have been determined necessary intermittent transportation facilities and are held in a stored status between intermittent uses. Treatments for closing a road to vehicular traffic may mimic decommissioning treatments. The most common treatment being blocking the entrance(s) and/or scattering slash on the roadbed. For closure methods to be successful each road may be evaluated for the surrounding terrain and vegetation type and methods chosen accordingly. Closure methods may include one or more of the following:

- Reestablishing former drainage patterns, stabilizing slopes, and restoring vegetation;
- Blocking the entrance to a road or installing water bars;
- Removing culverts, reestablishing drainages, removing unstable fills, pulling back road shoulders, and scattering slash on the roadbed; and
- Other methods designed to meet the specific conditions associated with maintenance level 1 roads.

All of the proposed road treatments will occur only on National Forest System lands.

Roads listed as unauthorized may be decommissioned to the level that is necessary to protect resources. There may be additional unauthorized roads that are not identified on the map that may receive the same treatment after consulting with District Specialists.

DIRECT AND INDIRECT EFFECTS

*The geographic scale used in this analysis was the ULDR project boundary.

Alternative A – No action

*See page 5 for the full description of the existing condition of the National Forest Road System.
Under Alternative A, the existing road system would experience no change to its current status and condition. As both direct and indirect effects of roads remaining in close proximity to riparian areas erosion potential into the Little Deschutes River would remain a concern. There has also been a decrease in wildlife habitat effectiveness on the landscape due to an increase in unauthorized road density that continues to rise. The spread of invasive plant species may increase with the additional opportunities for vehicles to disperse seeds (See the Invasive Plant Risk Assessment Report for additional information).

Alternative B – Proposed Action

*See Table 6 on page 15 for a full description of the proposed road changes under Alternative B, proposed action.
As a result of the proposed road changes the direct effects that may be seen are; Disturbed soils and vegetation in areas where decommissioning and closure treatments occur, a decrease in dispersal of invasive plant species, fewer opportunities for some recreational access as it currently exists, and more accurate mapping and Forest Service data as a result of closer analysis of the current state of the National Forest Road System.
The indirect effects that may be seen are; Revegetated disturbed areas on decommissioned and closed roads that will occur over time, recreational opportunities for a broader group of users as a result of more land area without roads, an increase in effective wildlife habitat areas, a decline in erosion potential of roads within the riparian area (See Maps 3 & 4 and Table 6 for specific roads within these areas that are proposed for decommissioning or closure).

CUMULATIVE EFFECTS

After review of Table 1 – Past, Present, and Reasonably Foreseeable Future Actions from the Environmental Assessment for Upper Little Deschutes Restoration Project, the following items produced a cumulative effect from Alternative B, proposed road treatments;
The Travel Management Project for the Deschutes and Ochoco National Forests and the Crooked River National Grassland (Record of Decision signed on 4 August 2011) further designated routes and areas for operation of highway-legal and non-highway-legal motor vehicles on the entire forest and, by doing so, created a prohibition on operation of various types and classes of motorized vehicles where such use was not specifically designated. As a result of these decisions, an established system of roads and trails (there are no designated trails within the ULDR project area) on which motorized use is allowed has been identified on Crescent Ranger District. Implementation of Alternative B may result in an increase of open (ML 2 *See page 9 for full definition) road miles within the project boundary by approximately 0.77 miles that would be designated for both highway-legal and non-highway-legal vehicle use.
The 2012 Crescent Roadside Firewood Strategy for personal firewood cutting along open roads (as defined by the Deschutes Motor Vehicle Use Maps) may or may not be impacted. Open road systems will be slightly altered (with some being closed (ML 1) and others being opened (ML 2)) but as these open firewood areas change as a result of available firewood (as identified within the firewood synopsis) there may be very little impact within the project area. As stated above, the open (ML 2) road system would increase by 0.77 miles therefore slightly expand the open roadside firewood area (if the area is determined to remain open to roadside firewood cutting).

SUMMARY

One of the goals proposed with this project is to reduce the amount of roads but still provide access to the frequently used recreational areas within the project boundary. As a result of the road changes (See Table 6 for the entire list) proposed through Alternative B, a National Forest Road System was established to best attain this goal. Open (ML 2) road miles may slightly increase by approximately 0.77 miles to provide access to recreational opportunities where interest was expressed through collaboration efforts and resource damage was not a concern.

Starr Sullivan
Transportation Planner

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36 Code of Federal Regulations, Chapter II. 07/01/2012 Edition. Subpart B, Part 212 – Travel Management. Subpart A – Administration of the Forest Transportation System. Subpart B – Designation of Roads, Trails, and Areas for Motor Vehicle Use. Subpart C – Use by Over-Snow Vehicles.

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